

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Public Understanding of the Role of Intelligence

FROM:

Director of Security

EXTENSION

NO.

DATE

TO: (Officer designation, room number, and building)

E

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

1. Acting Deputy Director for Support

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29 JUL 1971

MEMORANDUM FOR: Acting Deputy Director for Support

SUBJECT : Public Understanding of the Role of  
Intelligence

REFERENCE : Memorandum from the Executive Director-  
Comptroller to the Deputy Directors, same  
subject, dated 16 July 1971

1. This memorandum is submitted for your information only.
2. The attached are a collection of ideas from the various components of this Office. They represent a number of approaches to educating the public to the role of intelligence in today's world.

Howard J. Osborn  
Director of Security

Attachments

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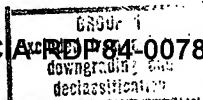
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Observations of a CIA Representative  
at the Presidential Classroom for Young  
Americans-and Other Comments

1. The need to keep the public informed concerning the necessity and role of intelligence in a free society must be acted on as a fluid and challenging process. A total educational program must be developed which will reorchestrate the ideas of the people inside and outside the Agency concerning the role and function of intelligence in the modern world. It is contended that many Agency employees assist in creating the misconceptions which are manifested in the general public. Furthermore, the failure of the Agency to take steps to develop a more positive public image has occasionally reinforced the public's skepticism and concern towards the integrity of the Agency. The reason for stating the above is the result of the contact with the nearly two thousand students when I represented the Agency at the Presidential Classroom for Young Americans and during a discussion sanctioned by the Agency at a local high school.

2. During all of the discussion with these students, several factors were very prominent. First, they were under the impression that the Agency was conducting domestic spying and maintaining files on civilians. Second, they had no understanding or realization of the outside checks on the Agency's activities and consequently, they maintained that there were no controls on the Agency and it functioned as an autonomous unit outside the governmental structure. Third, a very real concept and belief among the students was the representation of the Agency's total function as a group of "spies" running around the country and the world assassinating left-wingers and overthrowing governments who disagreed with the policy of the United States. Finally, since they assumed that no one knows what the Agency does or how it conducts its activities, they surmised that

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the Agency had developed its own inherent policy formulating and directing body which need not answer to anyone outside the Agency. Thus, since the need for dispelling the misnomers concerning intelligence and an attempt to impress upon Americans the need for intelligence is an extremely pressing problem, the Agency could greatly assist this process by developing an educational program inside and outside the Agency, intensifying recruiting in as many diverse regions of the country as possible and possibly creating an office dealing with youth and students' affairs. Attached is a copy of a report dealing in more details concerning the inquiries by the Students of the Presidential Classroom.

3. I would like to relate an incident at the local high school which throws light on how our own employees can create problems because they fail to answer justified questions which is possibly caused by the failure of the orientation program to explain the "whys" as well as the "don'ts". After talking with a group of students, one (about a 16 year old young lady) of them approached me and stated that her father was an Agency employee. When I requested her name, she said that she could not give it to me. During the brief discussion she proceeded to ask me what her father does for the Agency in that he works with computers and he said that he could not tell her. She reiterated that she was not interested in the specific information with which he deals but rather just what functions does the computer serve in the government. This incident points to a very serious problem that overt Agency employees either in displaying an over security consciousness or in an attempt to create an atmosphere of importance around their job, state "I cannot tell you because my job is classified". While the specific duties of Agency employees clearly cannot be discussed, the general character of any job held by an overt employee such as a clerk, secretary, accountant, economists, analyst, etc., can be routinely described upon a serious and conscientious inquiry. Thus, since most employees receive their orientation at the time they enter on duty and have no knowledge of the Agency, possibly the orientation program could be given in two parts or the employee could be called back for periodic briefings. Since the professional employee receives a great deal of training and his own background

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serves to reinforce his understanding of his job, more concentration should be placed on the non-professional employees, so that they will be witting of the importance of intelligence and the function of the Agency.

4. The image of the Agency to the general public can be greatly helped by a total educational effort to develop a program which would both satisfy the curiosity of the public and inform them of the role of intelligence in a free society while protecting the sources and sensitivity of present intelligence effort. Furthermore, it is believed that a conscientious effort should be made toward creating a program which would develop the interests of the youth in intelligence. While I fully realize that the Agency cannot open itself as much as the State Department to public inquiries, I have enclosed a pamphlet which discusses the intensive effort of the State Department to develop a dialogue with the youth. They have initiated campus liaison programs, scholar-diplomat seminars, diplomats in residence, radio and TV services, films, publications, briefings, a collection of youth opinions, student services and conferences. While some of these programs would prove costly and not be feasible for this Agency, several of the programs could be readily applied on a less intensive basis. Also, the Justice Department has teams of lawyers who go to high schools and college campuses on request to discuss with the students problems relating to their department. ✓

5. Since most people have had little or no contact with the Agency or its personnel, trained overt employees could be sent to high school, campus and community organizations upon request to address the people. It is felt that the future success of the Agency will be found in recruiting bright, young and innovative employees who have a full understanding of the need and role of intelligence in a free society. Thus, through a direct contact many youths will realize the positive purpose of intelligence and might become motivated towards an intelligence career. Most of the students with whom I talked had no idea as to how to apply for a job in intelligence or what background is needed. Also, since it has been said that the Agency could staff a university it would seem feasible that overt staff employees in specific disciplines could be given sabbaticals and ✓

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assigned to American universities and colleges which would so request an Agency staffer in residence. While the concept of intelligence gathering is as old as the state, most people consider intelligence as a twentieth century phenomena brought about by modern technology. In relation to education quite possibly the Agency could develop a curriculum, bibliography and teaching aides which could be used on the high school level for the teaching of the history of intelligence. Educators play an important part in developing the future citizen and thus, to provide the educator with guidance in developing the tools which would assist him in educating students concerning the role of intelligence in the rapidly changing world can better prepare our young people to have a more complete understanding of the function of intelligence in the decision making process. Also, the new film on the Agency entitled, "The Need to Know", should be shown to younger groups after which an open discussion could take place, led by an Agency employee. Furthermore, it is contended that the mere contact with Agency employees can dispell much of the glamour, mystery and misconceptions centered around the Agency.

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*"...Students do not need proof  
of our foreign policy expertise.  
They want to see our willing-  
ness to consider their views fairly  
—a legitimate expectation."*

Michael Collins

# YOUTH AND FOREIGN POLICY

*The Department of State's  
Youth Participation Program*





The "The Unending Struggle," a documentary about the work of an American diplomatic mission overseas, and "From Where I Sit," an inquiry into the process of foreign policy decision-making, illustrated by two current foreign policy issues. The first of a new 3-part film series in color on the diplomatic history of the United States will be released shortly.

Some of the Department's publications are youth oriented and designed for classroom use or general information. These include the "Issues In U.S. Foreign Policy" series, which provides factual data on the basis of which students can make their own policy judgments; "Background Notes on the Countries of the World;" and "International Organizations," which provides basic facts about various international bodies of special interest.

The Department is seeking to interest young people coming to Washington in visiting the Department for informal talks or group briefings and discussions. Regular open briefing sessions are held twice weekly in the Department, and special sessions can be arranged at any time upon advance request. Professors are encouraged to bring their students to the Department for colloquies and research projects during the mid-term semester break.

Representative opinions of young people are being collected and brought to the attention of key Department officers.

These services, provided on request, include supplying publications on current foreign policy issues, and providing research assistance where possible to student and academic publications.

The Department sends officers to regional conferences which are organized by students, educators, or youth leaders to speak on foreign policy or to engage in discussions or open forums.

Young foreign service officers are visiting college campuses and communities in increasing numbers on request to talk with and listen to young people. This year more than 200 officers will go to 600 or more campuses on request, and without charge to students.

Young college faculty members in small groups are invited to spend a working week in the Department to observe its operations and to work and talk with officers in the geographic and functional bureaus related to their own professional fields. To continue the dialogue, Department officers pay return working visits to the faculty members on their campuses.

Under this program, now 6 years old, senior Foreign Service Officers are assigned for a year to American colleges and universities. A total of 65 U.S. colleges have enrolled 51 senior officers. These officers accept invitations to visit, speak, and meet with students and faculty at other colleges as well, and in this way are able to communicate with a substantial portion of the American academic community—approximately 400 colleges have been reached from the original 65.

The Department participates in a 30-minute monthly radio program, "Students and Diplomats," in which two graduate or undergraduate students and two officials discuss timely foreign policy issues. More than 100 campus stations are now receiving this program, available free on request. A similar series will be produced for TV broadcasting.

Several films on foreign policy are also available for purchase or free loan. These black

### *The Department of State's Youth Participation Program*

Our young people today are perhaps the most "concerned" generation in history: concerned about the individual and about mankind; about the poor, the cities, the environment; and about the U.S. role in the world. They are challenging established guidelines that have governed the domestic and foreign policy of previous generations. Change and involvement are their goals.

The Department of State welcomes their concern; it seeks their involvement. U.S. foreign relations will depend a few years from now on their leadership and actions. The doors are open wide for a continuing dialogue between young people today and the Department of State. Here are some of the programs currently in operation; others are being formulated:

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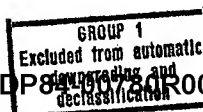
THE AGENCY VIS-A-VIS ACADEMIC  
AND OPINION MAKER CIRCLES AND  
THE BROAD BASED PUBLIC

1. The long-fostered academic image of the Agency is probably the most desirable for continuation in reaching academic and "opinion making" elements of our society. Infrequent public presentations by the Director contribute to this image as long as response by the media is generally favorable; saturation would be counterproductive and would encourage press reaction of a negative nature. Other considerations for approaching this image might be:

a. An Agency panel to review proposed publications by overt Agency personnel to determine which are sufficiently scholarly to make it desirable that the author be identified as CIA on the jacket and in reviews. This would be an "exception" panel, selecting the high quality items which would contribute favorably to Agency image, and rejecting those which are of lesser value or which might embroil the Agency in deep controversy. (This panel would not supplant existing pre-publication review procedures; rather, it would select from those "passing" those procedures the works which would contribute to Agency image by identification of the author with the Agency.)

b. The "un-official" organization of an Agency "alumni" group, made up of former Agency open employees (only). In this group we find journalists, politicians, leaders in the academic field, government officials, etc., all of whom, if organized ostensibly apart from the Agency, would prove an organized voice to comment favorably on the Agency, to give "controlled" criticism in times of trial, and to generally enhance the Agency's image by noting the

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qualifications and acceptability of its leaders, all men who made careers, in whole or in part, in the CIA. This organization would have the side effect of providing this Agency with a roster of significant former employees, retirees, etc., who are favorably oriented toward the Agency and whose support might be enlisted in periods when such support would be of value to the Agency. It would, of course, be important to assure that the leadership of the group does not fall into the hands of former employees who are hostile to the Agency.

2. While the "opinion makers" are probably the most significant area for extending the image of the Agency in favorable areas, it might be also well to direct some effort toward enhancing the Agency image with the broad-based American public, i.e., an attitudinal acceptance by the "grass roots." This type of image building would not tend toward the academic, but rather would cautiously cultivate the "romantic" and achievement-oriented image of espionage organizations and personnel generally held by the public. Some ideas along this line might be:

a. Articles about the Agency in wide circulation publications, tending to be a bit more sensational and colorful than the general output in recognized magazines. Such articles should be in both recognized magazines, such as Readers Digest, and in specialized magazines, such as the favorable coverage given in the past in publications of the American Legion and other organizational and trade journals. We recall the highly favorable article in printing trade journals about the Agency's development of computerized type-setting as such an example. Other articles--fiction, non-fiction or a melding of both--could recount successful espionage efforts of the CIA, provided they prove a point, i.e., that they benefited the American people by preventing war, diluting a crisis, prevented the involvement of fighting forces, etc. ("CIA as an Agency for Peace," no less.)

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b. More difficult would be enlisting TV production of a CIA series similar to the FBI series, but without the overt government cooperation and controls noted in that series. Some cooperation of a "historical" nature would probably not draw severe criticism, and the resultant work could be freely adapted on a fictional basis (much like the FBI series), or be totally fictional--but favorable--such as the "Mission Impossible" and "It Takes a Thief" series have been. The important factor here would be a series showing the CIA doing something colorful for specific advantage to the United States and to the public. ✓

c. First person spy memoirs of a colorful nature might be encouraged on a highly selective basis from retirees and former employees. These could also be self-serving, but would provide a counterforce to destructive, uncontrolled "leaks" by former employees. The memoirs would be sterilized as necessary, even fabricated in sensitive areas, as part of the Agency's "normal" review processes. However, the Agency would not be involved in the actual sale or distribution of the book, other than making purchases of it in reasonable bulk quantities as might be expected of us in the case of a "revealing" book, which would also assure some return to the publisher in guaranteed minimum sales. This would require close monitoring to assure that the Agency is continually in a position to deny involvement in the preparation of the books, and the publisher need not be made "witting" of any Agency interest other than purchase of a certain number of the books for "training," libraries, etc. Since the Agency traditionally does not deny or confirm such stories, the same policy could be applied to outside inquiries in regard to these books, providing a "no comment" which would perhaps validate desired fiction built around a grain of truth. ✓

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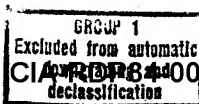
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**SHOULD THE AGENCY CONCERN ITSELF  
WITH THE PUBLIC'S UNDERSTANDING OF  
THE ROLE OF INTELLIGENCE?**

1. The Director observed that after the "Ramparts" disclosures vis-a-vis the National Student Association and the Agency, the negative reaction to the Agency on U.S. college campuses was at a level which made any reasoned approach to explaining the Agency's function impossible at the time. When the Director spoke on 15 June, the first installments of the "Pentagon Papers" had just been published in the New York Times. Since that time, the publication of the "Pentagon Papers" per se has been completed both in the press and in paperback. Commentary in the media on the "Pentagon Papers" has been favorable to the Agency, but has underscored that the "wisdom" of the Agency was not followed, leaving the reading public with the thought "why a Central Intelligence Agency if its collective wisdom is ignored?" It would be a most onerous task to go back to one's alma mater (a possibility alluded to by the Director) to attempt to explain, justify and convince any audience that the Agency has a role in the decision-making processes of the Federal Government and is something the American taxpayer needs. Moreover, this task is doubly onerous because one could not be candid or creditable under the strictures of "need-to-know," "protection-of-sources-and-methods," and classification caveats. At the time of the "Ramparts" disclosure, the Director observed that the winds of the storm were blowing too strongly to be heard. It would seem that the winds are blowing just as strongly now, from another direction as a result of the "Pentagon Papers."

2. It is not clear as to whether the "Role of Intelligence" addresses itself to "intelligence" in the broad community sense or "intelligence" in the narrower Agency sense as being the thing Americans have to be convinced they need. In the broader sense it would seem to be an extremely difficult thing to do for the Federal Government has always had "intelligence" in some form, good or bad, on which to base decisions. To convince the public that they need "reliable, coordinated intelligence" is only

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half the problem. The other half would be to convince them that this costly product is indeed used. If "intelligence" in the narrower Agency sense is meant, the situation is no better with the Agency commanding only some  of the money in intelligence community activities. The Agency is just the "tail on the dog" in the intelligence community.

3. The democratic tradition of the American people has made them a curious people. It has given them a collective and individual possessive pride in their country's achievements. As a result of their individuality, they are collectively slow learners who begin to catch on through a process of repetition. To win the American people over for the continued need for a "Central Intelligence Agency," it would seem that the Agency would need a public exhibition hall where "intelligence achievements" could be displayed, with eye-catching handouts for the public. One can see the success of this approach by noting the strong public support the FBI has developed and maintained in spite of criticism from special interest groups.

4. After all is said and done, one can also ask whether the "intelligence image" vis-a-vis the American public is a problem with which the Agency should be concerned. Intelligence in some form is a tool which has and will continue to exist in some form in the Executive Branch of Government. Since it is a tool of the Executive Branch, is it proper to "go to the people" to justify its continued existence in the form it now has? Intelligence has no public function as does labor, agriculture, welfare, or education. It does not provide any direct public service. Its usefulness in presenting the President with the best information and judgment available can only be maintained by carefully protecting "sources and methods." This vital protection can only suffer erosion by "going to the public." As long as "sources and methods" must continue to be fully protected, it would seem doubtful that the Agency and its role can ever be creditably presented to the American public. Attempts to do so will continuously create situations challenging its creditability and repeatedly reopen its "public image" issue.

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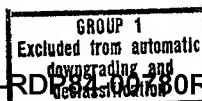
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### SHIFT IN EMPHASIS ON THE ACTIVITIES OF THE AGENCY

1. The public should be made more aware of the DDS&T and DDI roles of this Agency rather than the accomplishments or the work performed by the DDP. The expertise in these areas should be extolled. ✓
2. The whole intelligence process from the input of raw intelligence reports to the final product presented to the President and the National Security Council should be explained. Although this rule, that of gathering intelligence, is not as exciting as the James Bond type operations such as performed by the DDP. The people could more readily accept the Agency's role. The greater the understanding of the American public of what the Agency does and why, the better accepted it will be.
3. The Agency should form a public relations group and train them for the purpose of explaining to university students and other interested groups the role that the CIA performs in the gathering of intelligence. For example, college students today have come to accept the fact that the U.S. has no right to be in Vietnam because they are not told that the U.S. was invited by the South Vietnamese Government to come to their assistance in order to prevent an overrun of their country by the Communists. A well organized nucleus of trained public relation officers could convert the next generation of students as to why intelligence is necessary in the world today.
4. It appears today that the distrust on the part of the students and the American public is a result of suspicions of the policies and practices of the U.S. Government which carries over to the Agency although the Agency has no role in the policy making and decisions of the Government.

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**PRESIDENTIAL PUBLICITY FOR  
CIA'S TWENTY-FIFTH ANNIVERSARY**

1. Historically, intelligence organizations do not seek publicity, therefore, we do not feel the Agency should embark on a public relations program as such. To do so would open Pandora's box so to speak and do us more harm than good. By and large, the general public understands the need for intelligence. What they are concerned about is whether we (CIA) are doing a good job. We can't blow our own horn, therefore, if they are to be convinced that we are, it will have to come from higher authority or sources outside the Agency.

2. The Director's speech before the American Society of Newspaper Editors explained the role of intelligence in an excellent way. His recent trip to the Middle East on behalf of the President was a public expression of the President's confidence in him and though not intentionally publicized, it did get wide coverage in the world press.

3. In 1972, the Agency will celebrate its 25th anniversary. It might be appropriate on that occasion to work toward some low key publicity. A publically announced visit by the President and a release of his statement concerning the Agency might be appropriate as would a statement by the Director. In fact, TV and radio coverage would not be entirely out of order. We have a year to prepare for it.

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